



WWF Project Technical Progress Report

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Project Title	POLICY IMPLEMENTATION PROGRAM (LWA)
Activity Title	Capacity Building for Environmental and Wildlife Policy Implementation
Reporting Period	JANUARY 1 st – JUNE 30th 2003

1. Introduction

The Government of Tanzania is implementing policy reforms that will lead to local communities having greater participation and authority in the management and sharing of benefits of natural resources including wildlife. Similarly, the on-going Local Government Reform program, among other issues seeks to provide more responsibility to local authorities to plan for and manage natural resources under their jurisdiction. This approach represents a significant shift from the former centralized approach in which the central government was in the forefront of all development issues, to a position of setting up conducive policies, institutional set up and legal framework. Alongside these changes, the government has also directed its efforts towards poverty alleviation through a series of policy changes and programme interventions. These include directing all sectors to embrace pro-poor strategies and include poverty alleviation as one of the key objectives in their programmes. Participation of local communities in planning, decision- making and implementation of such programmes and capacity building are crucial for the success of these efforts.

The Governments of Tanzania and United States of America are collaborating in a programme to support *Capacity building for implementation of wildlife and environmental policies*. The Wildlife Policy of Tanzania (WPT) and the National Environmental Policy (NEP) are the major policy focus addressed in this program. While the Wildlife Division's (WD) objective is to streamline the local management of wildlife resources to local communities and to promote use of such resources in poverty alleviation and in enhancing conservation, the Division of Environment's (DOE) objective is to have sufficient capacity to provide competent and timely expert advice to the Local Government and to the public in general, on matters pertaining to environment management. The aim is therefore to ensure that there is a framework at the lower levels within which the development process shall be taking place without compromising the sustainability of the natural resources and the environment.

Both DOE and WD have initiated programs that seek to ensure that communities are fully involved and their capacity in the management of natural resources is raised. The DOE is focusing on environmental planning and management, especially related to the decentralization of environmental services, pollution prevention and control, and impacting knowledge on environmental impact assessment (EIA), environmental economics, economic instruments for environmental management and other precautionary tools to the Sectoral institutions, District personnel and civic representatives at all levels. Also, DOE will address preparation of an Environmental law following approval of the institutional set up in January 2003. In January 2003, the Ministry of Natural Resources and Tourism issued Regulations and Guidelines for the implementation of the Wildlife Management Areas (WMAs).

The WMAs represent a new category of land use whereas management authority and responsibility are devolved to the communities so that they can derive direct benefits and enhance conservation. Community participation in wildlife conservation has been in practice for a long time in Tanzania however, benefits to the communities have been marginal. Thus empowering communities to actually manage and benefit directly from wildlife resources represents a radical step that creates enthusiasm but also raises concerns over competence, authority, and control of resources, enhancement of conservation and poverty alleviation.

Following the approval of the WMA regulations and guidelines, WD and other partners that support wildlife sector have agreed on a programme of implementation of WMA regulations and guidelines in 16 pilot WMAs in Tanzania. The programme of activities defines activities that could be facilitated by several partners and those that could be facilitated by WWF through this programme throughout the country. These activities are defined below under each result framework

2. Objectives

The overall objective of this project is to facilitate capacity building for environmental and wildlife policy implementation in Tanzania. Specifically, the project shall seek to accomplish the following:

- To facilitate the application of key natural resource policies;
- To facilitate and increase the effectiveness of institutions that support natural resource conservation;
- To facilitate functioning of community based conservation regimes in target areas.

This project is expected to produce a number of the results, which have also been defined in the USAID Strategic Objective 2 (SO2) that reflects and embodies the overall program goals of “*Improved Conservation of Coastal Resources and Wildlife in Target Areas*”. These results include several Intermediate Results (IR) that are defined under each IR below:

2.1 Key Natural Resource Policies Applied

- *Harmonized Legislation Passed.* The project will collaborate and support improvement of wildlife legislation that responds to the needs of the new WPT, specifically in ensuring involvement of communities and the private sector. Although WWF will not directly facilitate revision of WCA, it will maintain close follow-up to understand the changes, as these will have implications in the implementation of the WMAs. Also, the project will support preparation of Environmental Legislation by supporting meetings for specific technical panels and preparation of technical input that will go into the main Environmental Legislation. There will be 8 technical panels covering issues such as general environmental principles; environmental planning; conservation and protection; locus stand; pollution prevention and control; environmental assessments; education and awareness and, environmental court or tribunal. The project will also support approval of the Environmental Legislation.
- *Legislation Operationalised by guidelines and regulations.* The implementation of the WPT will require the support of guidelines and regulations. WWF will collaborate with GTZ in supporting WD prepare the following guidelines:
 - Investment in the wildlife sector;
 - For undertaking EIA prior to investment or extractive activities in the wildlife areas;
 - For determining levels of acceptable change to the resources;
 - For dealing with wildlife meat and other products;
 - For preparing by-laws for natural resource utilization and trade in wildlife products;
 - For utilization of other natural resources in WMAs

Large part of the financial support will come from the GTZ. The programme will support some pilot WMAs in preparing constitutions. Also the programme will support DOE in preparing guidelines and regulations for the implementation of Economic Instruments.

- *Economic Instruments of general scope for environmental policy formulated:* WWF is supporting DOE to develop economic instruments that can be used to improve environmental management and protection. Economic instruments such as environmental taxes, reduction of perverse subsidies that encourage environmentally unsound practices, introduction of loans, grants or green funds that would encourage sustainable and environmentally friendly practices, implement polluter pays policies, providing bonds and deposit fund systems, pricing natural resources appropriately, improvement in use of rent taxes to better capture and allocate resources to natural resources appropriately. The development of these economic instruments will take a wider participatory approach to include private sector, government, academia, local communities and the legislators. Some of the proposals on economic instruments will involve making changes in taxation systems, tax regimes and revenue policies;
- *Economic Instruments of general scope for environmental policy operationalised:* WWF will support DOE in producing copies of the economic instruments, guidelines and regulations for the same, including preparation of user-friendly manuals of the guidelines in Kiswahili and English. WWF will also support DOE in disseminating them to stakeholders for operationalization;

2.2. Increased Effectiveness of Institutions that Support Natural Resource Conservation.

- *Policy and decision-makers sensitized and their knowledge base improved:* This result is focusing on raising the general awareness of Members of Parliament (MPs) from pilot WMAs, District Officials, Councilors, Environmental Committee of the Parliament and the general public specifically about wildlife policy and regulations and guidelines for implementation of WMAs. This will be done in collaboration with WD, GTZ and other facilitators as part of the programme to initiate implementation of WMAs in the selected sites. Similarly, WWF will support DOE carry out a sensitization process to raise the awareness of MPs, Economic and Environmental Committee of the parliament, key line ministries, and District Official on the regulation and guidelines for Economic Instruments. WWF will support WD and DOE to produce flyers for the guidelines and regulations for WMAs and Economic Instruments. Also, WWF will facilitate production of a use-friendly manual of the CBNRM Assessment Report, thus making easy for the policy makers and ordinary users of the report to read and get the main message.
- *District Authorities and Village Capacity to Facilitate the Implementation of WPT improved and Involvement in Environmental Management Enhanced:* ns. WWF will collaborate with GTZ and other facilitators to support training to the AAs, District Game Officers, District Advisory Boards, Community Development Officers (CDOs), Village Game Scouts and, Village Governments from 16 Pilot WMAs on WMA regulations and guidelines and other guidelines that will be developed to help with operationalization of WMAs.
- *District Authority and Village Capacity to Facilitate the Implementation of NEP improved and Involvement in Environmental Management Enhanced:* WWF will support DOE hold workshops to promote the formulation of Environmental Management Committees at district and village levels. Also, WWF will facilitate training workshops for district personnel in aspects of Environmental Economics, Environmental Impact Assessment, Economic Instruments, preparation of by-laws, and land use planning;
- *Institutional Capacity Improved:* The programme will facilitate training of DOE staff in computer skills to increase its operational outreach capacity as well as specific environmental management aspects. This will also include designing and launching of a DOE website. WWF will facilitate the operation of the SO2 Steering Committee, Strategic Objective Team (SOT) and other partners, and will support participation of DOE, WD and Local Government representatives to SOT meetings and related activities. This support will further raise the capacity of the relevant bodies responsible for environmental management. The programme will also support DOE to visit the sites where the SOT supports environmental activities. The visits form part of the monitoring programs that DOE carries out for environmental activities under the SOT and reports to the Parliament.

Also WWF will provide support to Districts in which pilot WMAs are operating to establish District Coordination and Monitoring Units and provide them with motorcycles, computers and facilitate internet connectivity (for the districts that could be connected to internet). The District Coordination and Monitoring Units will be linked to the National Coordination and Monitoring Unit that will be established with support from GTZ. WWF will also facilitate preparation of monitoring indicators and a monitoring frame. This will enhance the capacity of the District and National Coordination and Monitoring Units and ensure availability of data that will form basis for informed decisions about the progress of the implementation of WMAs.

WWF will also provide support to the Ministry of Natural Resources and Tourism to sensitize its staff on the strategic plan and its implementation process. This understanding will further increase the capacity of MNR&T staff in planning and implementation of ministry activities.

2.3. Community Based Conservation Regimes (CBC) Functioning in Target Areas.

- *Current CBC areas attain full WMA status:* WWF will collaborate with various partners (WD, AFRICARE, AWF, TANAPA and GTZ) to support the implementation of pilot WMA regulations and guidelines in pilot WMA sites. WWF will support WD to prepare pre-launching activities such as support to baseline data collection, preparation of monitoring indicators and plans. Also, the programme will support activities such as sensitization of village governments, Village Game Scouts, AAs, District Advisory Boards and Members of Parliament on WAM guidelines and regulations. Also, the project will support local communities establish and register Community Based Organizations, Authorized Associations (AAs), resource inventories, preparation of general management plans and land use plans. The programme will also facilitate pilot WMAs acquire land for conservation, by supporting survey and participatory demarcation exercises.
- *Functioning AAs in place:* AAs will have the responsibility to manage WMAs for the respective communities. The project will facilitate the establishment of AAs and the creation of information exchange network linking AAs and other CBO and CBC activities outside pilot WMAs. WWF will also facilitate AA meetings, exchange visits and specific training requirements including in relevant business skills; the programme will also facilitate participation of AAs in trade fairs and shows.
- *Monitoring and Evaluation of pilot WMAs is enhanced and lessons learned widely disseminated:* The project will support WD acquire facilities for monitoring and storage of data from pilot WMAs. Monitoring of pilot WMA will start as soon as they become operational; also the programme will facilitate annual valuation of implementation of pilot WMAs by supporting District Monitoring and Coordination Units carry out their duties and by supporting a final evaluation of the implementation of the pilot phase of WMAs. The programme will facilitate key stakeholders from the pilot WMAs attend the final evaluation workshop that would receive and discuss evaluation report.
- *Enhanced information coverage about community conservation policies and issues:* The project will support DOE efforts to increase access to conservation information throughout establishment and functioning of a website.

3. Progress
3.1 Outputs this reporting period
<p>The following reports and minutes of meetings have been produced this reporting period:</p> <ul style="list-style-type: none"> • Quarterly Progress Report for the period January - March 2002; • Quarterly Progress Report for the period April – June 2003; • Semi Annual technical Progress Report for January-June 2003 • SO2’s CBC MRWG Progress Report January – June 2003; • Draft baseline data from pilot WMA • Draft Economic Instruments; • A Land use plan and GMP from Ngarambe and Tapika pilot WMA • Draft Constitution for Ngarambe –Tapika pilot WMA • Proceedings of the workshop on Strategic Planning by MNR&T
3.2 Target attained and important development during the reporting period
<ul style="list-style-type: none"> • WMA Regulations officially launched in January 2003 • WMA Guidelines formally launched in January 2003 • Finalization of the user-friendly tool-kit for the implementation of pilot WMAs. The tool-kit is based on Regulations and Guidelines and will be mostly used in the pilot areas for Sensitization of communities and leaders on WMA regulations, guidelines and procedures. • Facilitated the collection of social, economic and biophysical data from the pilot WMAs to be used for preparing monitoring indicators as well as setting up benchmarks for sets of databases. This activity was conducted in collaboration with GTZ, AFRICARE, AWF and WD. WWF and GTZ met the bulk of the costs thus showing once again the importance of collaboration, as the programme was able to cut down costs through cost sharing. • The programme facilitated villagers and leaders from pilot WMAs in Kilosa, MBOMIPA, Ngarambe and Tapika – Rufiji to attend the launching of WMA regulations and guidelines and training programme. This was important meeting because stakeholders from the pilot areas had the opportunity to interact and exchange ideas. Also, they had the opportunity to discuss an issue that unites all of them and air their concerns. One of the issues that were raised was on the short time of three years that is allocated to operationalization of WMAs regulations and guidelines. Stakeholders raised their concern that it was unrealistic to set such limited without taking into account inadequate capacities and delays in starting the process. • Supported Ngarambe-Tapika pilot WMA to hold meetings to prepare constitution and to prepare a land use plan and a General Management Plan. • Mr. Audax Mujuni attended a Regional Community Based Natural Resources Management Conference in Windhoek, Namibia from 4-7 March 2003. The meeting brought together stakeholders in CBNRM from the region to share best practices for the future of CBNRM. The meeting explored conditions for success of CBNRM activities in the region. Recommendations from the numerous papers that were discussed in the meeting are relevant in the WWF policy programme and complement the report on CBNRM Assessment in Tanzania. • The programme facilitated partners to attend SOT and programme retreat at Momella Lodge in January 2003. The meeting in Momella was crucial for the programme because participants discussed issues relevant to the planning process for the programme and the focus area as agreement between Tanzania and USAID comes to an end. Participants explored various options as well we argued the case for consideration of natural resources in the country agreement.

- The programme coordinator attended the CBC MRWG in May 2003. These two meetings were very important in defining the future of the programme. During the CBCMRWG meeting, partners discussed a schedule of implementation of WMAs and agreed on the budget and areas of focus. A representative of GTZ also presented a concept note defining area of focus for the GTZ in facilitating implementation of WMAs. GTZ will now support implementation of WMAs in area around the Selous Game Reserve and away from the Selous. Traditionally, GTZ has been supporting villages around the Selous. GTZ will also support establishment and functioning of the Coordination and Monitoring Unit at the WD. This is important because it increases the collaboration between donors but also reduces costs and duplication of efforts.
- The SOT meeting in May 2003 also discussed a number of key issues of interest to the programme. These include Amendments of the SOAg No 3, which changes the SO 2 programme completion date from September 30, 2004 to September 30, 2005 and realigned the budget. Also it was reported that SOAg Amendment No.4 would be forthcoming and would add FY 2003 funds amount of \$ 3,910,000 to SOAg. The changes means that the Programme must secure extension with costs from 2004-2005. Also, during the same meeting, participants discussed and agreed to consolidate CBC activities in each working group that would now be referred to as ecosystem instead of MRWG. There will now be three ecosystems and one policy programme, namely Tarangire-Manyara Ecosystem, Ugalla Ecosystem, Coastal Ecosystem and Policy Implementation. WWF will be continuing to be responsible for the Policy Implementation and focus on CBC/CBNRM issues. The partners in this group would include all SO2 partners as well as other donors. Also WWF Policy Coordinator will be traveling to attend meeting of other ecosystem for purpose of linking policy, CBC/CBNRM issues at local and national level.
- During the same meeting, participants discussed and agreed on illustrative allocation of resources for the period October 2003 to September 2005. In this rough and illustrative allocation resources (unspecified) have been already been reserved for the follow on Policy Implementation.
- During the same reporting time, WWF organized a trip to the LIFE project in Namibia. A group of 13 from Tanzania went to Namibia from June 1- 8, 200. Among the 13, WWF facilitated 7 participants from WWF, WD, DOE, Ministry of Finance and WD. One participant from WD represented MBOMIPA project. Others were from USAID, AWF, TANAPA, AFRICARE and GTZ. The trip was important as Tanzania began to implement the WMAs. The LIFE project is facilitating implementation of conservancies, a similar arrangement as WMAs in Tanzania. Participants visited several conservancies and received presentation from WWF LIFE project staff and NGOs that are involved in facilitating implementation of conservancies. A key lesson learned is the involvement of NGOs as facilitators in the programme. This has not only stimulated capacity building but also provided sustainability to the programme and released Government staff to focus on bigger issues. Also, the LIFE programme has developed an elaborate but simple monitoring process that is worth emulation in Tanzania. The trip was crucial and beneficial to participants as all are involved in facilitating the implementation of the WMAs in Tanzania. The visiting team was interested to learn about the role of NGOs in the process, governance issues, benefit sharing and biophysical issues. A trip report is prepared.

3.3 Target not attained
<ul style="list-style-type: none"> ▪ Undertake sectoral consultative workshops on economic instruments; ▪ Holding of national workshop to consider Economic Instruments. ▪ Training of DOE staff in basic computer course ▪ Facilitation of DOE to carry out monitoring trip to project sites ▪ Workshop to local government staff on environmental aspects such as EIA, Environmental Economics, Land Use Planning. ▪ Preparation of Monitoring Indicators and Monitoring Plans <p>These activities could not be attained due to (a) The delay in finalization of baseline data collection from pilot WMAs. This information was needed in preparation of Monitoring Plans and Indicators. (b) The delay in finalization of reports on current practices in application of economic instruments for environmental management. This report was important as input in sectoral consultative meeting. (c) Constant traveling and other official duties by DoE and WD partners, which has delayed decisions on the implementation of activities on Economic Instruments and implementation of pilot WMAs.</p>
Action(s) taken to overcome constraints and obstacles
<ul style="list-style-type: none"> • WWF worked very closely with other partners to require consultants to finalize their reports. The revision of the reports took longer than expected because some consultants had to return to the field to get additional data, which was overlooked. • WWF also continued to liaise with government partners and requested and reminded them about the need to allocate time to handle programme issues. However, WWF also worked with partners and encouraged WD to establish Coordination and Monitoring Unit, which will have more than one staff who will be working closely with Programme Coordinator. GTZ has agreed to support establishment of the Unit. However, it is important to note that Government employees operate under different procedures and their schedule of work is often interfered with by impromptu decisions by the superiors or by other turns of events.
Prospects for the accomplishment of the project's objectives
<p>Prospects for accomplishment of the Programme's objectives are high because, with the operationalization of the Coordination and Monitoring Unit, decisions will be quick and the fact that WWF has already applied for a no-cost extension to September 2004, there will be ample time to finish planned activities. Also, the schedule of implementation of WMAs provides focused intervention, in which all partners will be involved. This has reduced the burden on WWF on some of the activities, such as preparation of various types of guidelines for implementation of WMAs. GTZ will support this work and thus release time to WWF to focus on other activities.</p>

4. Lesson learned during the period under review
<ul style="list-style-type: none">• The main lesson learned during the last six months of the programme is that perseverance is important if success in achieving goals is important. The programme has been going through difficult times in decision making on the part of the Government partners, however constant follow up, networking and dialogue have helped achieve most of the goals so far.• The trip to Namibia has opened new horizon in understanding the dynamics of policy implementation. The role of NGOs in supporting government efforts is not fully appreciated in Tanzania. This has implications on the programme as it means most of the core activities will be done by Government staff, which are already overstretched. Government partners need to encourage NGOs to do some of functions that traditionally are seen as Government roles. For example, sensitization of communities on WMA regulations and guidelines does not have to be done by government alone. This could be done by NGOs and release Government staff to attend to other duties.
5. Planned targets and activities for the next reporting period

1. With the launching of pilot WMA regulations and Guidelines, the programme is moving from planning to implementation phase. The division of responsibilities and changes arrived at during the SOT meeting in Morogoro in May 2003 further provide focused direction to the programme. The policy programme under WWF will now focus on broader programme issues while other partners focus on site-specific implementation issues. The project will also continue to facilitate programme activities aimed at promoting and building capacity for implementation of National Environmental Policy in collaboration with DOE and Local Government. Therefore, during the next six months, the programme will achieve the following milestones:
 - Facilitate sensitization and awareness raising on WMA regulations and guidelines to District technical staff, Councilors, Village/Ward representatives, Members of Parliament from the pilot WMAs and members of the Environmental Committee of the Parliament.
 - The programme will support formation of District Advisory Boards in the districts of pilot WMAs and facilitate training of the Boards on WMA regulations and guidelines
 - Facilitate formation of CBOs, development of constitutions for the pilot WMAs and registering CBOs.
 - Facilitate acquisition of land for conservation through surveys and participatory demarcations
 - Facilitate land use planning process specifically resource inventory, preparation of land use plans and general management plans for some pilot WMAs. This will be done in collaboration with other partners.
 - Facilitate formation of AAs and acquisition of user rights from Director of Wildlife.
 - Facilitate needs assessment for training of AA, village councils, District Advisory Boards.
 - Facilitate preparation of monitoring indicators and plans for the pilot WMAs.
2. The following activities will be done in collaboration with DoE for the implementation of the National Environmental Policy during the next six months:
 - Facilitate DOE to hold Sectoral Consultative workshop and National Workshop for the Economic Instruments
 - Facilitate approval of the Economic Instruments
 - Facilitate DOE to carry out monitoring trip
 - Facilitate DOE to organize and conduct training workshop for local government for the purpose of establishing environmental committees, raising awareness on environmental economics, EIA and land use planning.
 - Facilitate DOE staff undertake short-term training in computer courses and establishment of website.
 - Support DOE organize and carry out meetings for technical panels for the preparation of the environmental legislation. The first component in this activity will be holding the 8 technical panels that will contribute technical input to the preparation of the law.
 - Support the participation of program partners to meetings and SOT and program activities
 - Support communication of SOT Chairperson;

Acronyms	
AA	Association
AWF	African Wildlife Foundation
CBC	Community Based Conservation
CBCMRWG	Community Based Conservation Management Regime Working Group
DOE	Division of Environment
EIA	Environmental Impact Assessment
GTZ	Gesellschaft fuer Technische Zusammenarbeit (German Technical Cooperation)
IR	Intermediate Results
LWA	Leaders With Associates
MNR&T	Ministry of Natural Resources and Tourism
NEP	National Environmental Policy
SOAg	Strategic Objective Agreement
SO2	Strategic Objective No. 2
SOT	Strategic Objective Team
TANAPA	Tanzania National Parks
TCMP	Tanzania Coastal Management Partnership
USAID	United States Agency for International Development
WCA	Wildlife Conservation Act
WD	Wildlife Division
WMA	Wildlife Management Area
WPT	Wildlife Policy of Tanzania
WWF	World Wildlife Fund

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